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RECOMMENDATIONS FOR ESTABLISHING AN ADMINISTRATIVE ORGANIZATION--VIRGINIA DEPARTMENT OF COMMUNITY COLLEGES.

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THE VIRGINIA STATE BOARD FOR COMMUNITY COLLEGES IS RESPONSIBLE FOR THE ESTABLISHMENT, CONTROL, ADMINISTRATION, AND SUPERVISION OF ALL COMMUNITY COLLEGES ESTABLISHED BY THE STATE. THE ORGANIZATIONAL PLAN IS DESIGNED TO PROVIDE FOR STATEWIDE FISCAL CONTROL, COORDINATION OF EDUCATIONAL PROGRAMS, LEADERSHIP IN STUDENT PERSONNEL SERVICES, STAFF AND EQUIPMENT FOR RESEARCH, AND COOPERATION WITH FEDERAL AGENCIES. THE DIRECTOR, WHO IS RESPONSIBLE TO THE BOARD, IS ASSISTED BY LEGAL COUNSEL, AN ADMINISTRATIVE ASSISTANT, A DEPUTY DIRECTOR, AND AN ADVISORY COUNCIL OF COMMUNITY COLLEGE PRESIDENTS. ASSOCIATE DIRECTORS HEAD PROGRAMS IN ADMINISTRATION AND FINANCE, INSTITUTIONAL PROGRAMS, STUDENT AFFAIRS AND SERVICES, SPECIAL TRAINING PROGRAMS, AND RESEARCH AND DEVELOPMENT. THE MINIMUM COLLEGE ADMINISTRATIVE STRUCTURE SHOULD CONSIST OF A PRESIDENT, WITH DEANS FOR ADMINISTRATION AND FINANCE, INSTRUCTION, AND STUDENT SERVICES. FURTHER DIVISION OF RESPONSIBILITY OCCURS AS THE NUMBER OF STUDENTS INCREASES. MULTICAMPUS ORGANIZATIONS ARE BASED ON THIS PLAN. THE PLAN INCLUDES ORGANIZATIONAL CHARTS, STATEMENTS OF DUTIES AND RESPONSIBILITIES, SALARY RANGES, AND A SCHEDULE FOR IMPLEMENTING THE PLAN. (WO)

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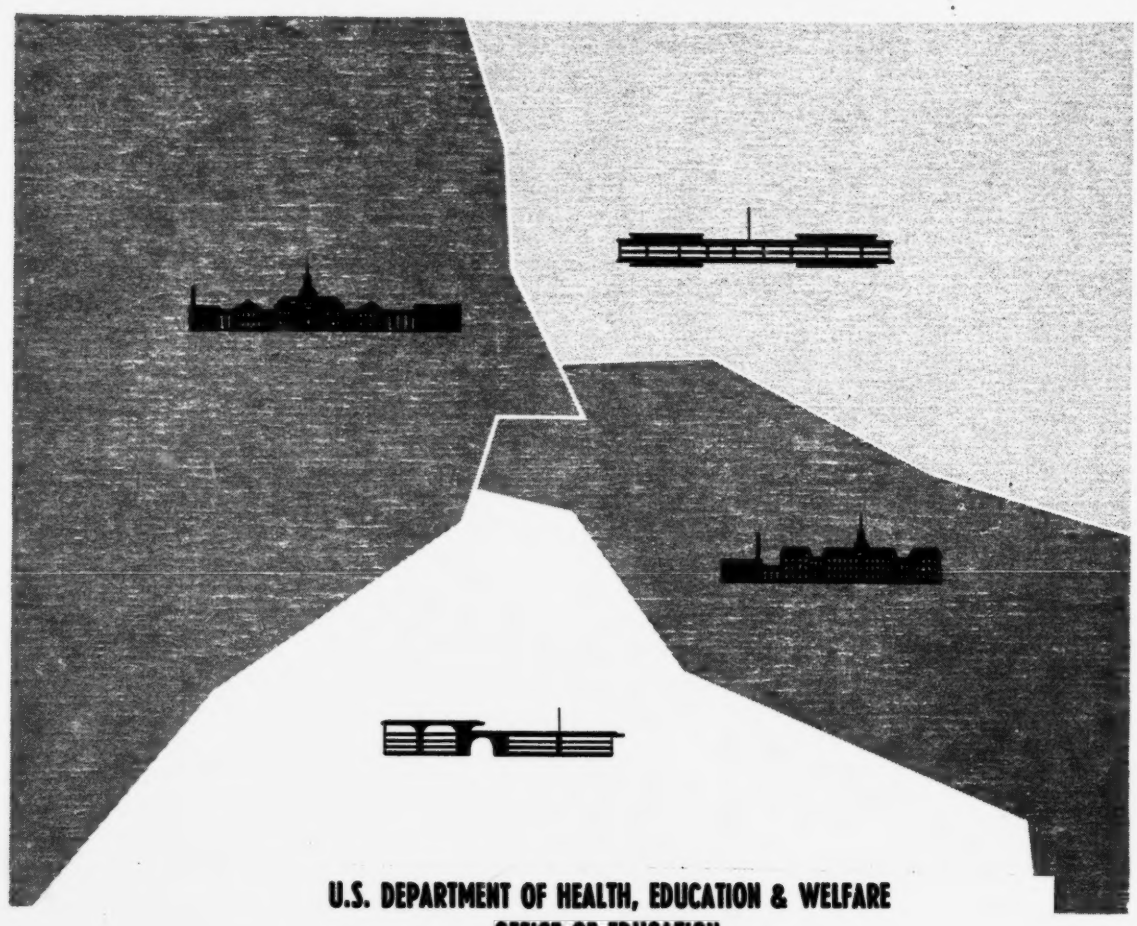

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RECOMMENDATIONS FOR ESTABLISHING AN ADMINISTRATIVE ORGANIZATION

VIRGINIA DEPARTMENT OF COMMUNITY COLLEGES

UNIVERSITY OF CALIF.
LOS ANGELES

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Recommendations for Establishing an

ADMINISTRATIVE ORGANIZATION

Virginia Department of Community Colleges

December, 1966

Prepared for the Department of Community Colleges
by Educational Service Bureau, Inc.
2201 Wilson Boulevard, Arlington, Virginia

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CHAPTER I

INTRODUCTION

The State of Virginia has defined a community college as "a comprehensive institution of higher education offering programs of instruction generally extending not more than two years beyond the high school level, which shall include, but need not be limited to, courses in occupational and technical fields, the liberal arts and sciences, general education, continuing adult education, pre-college and pre-technical preparatory programs, special training programs to meet the economic needs of the region, and specialized services to help meet the cultural and educational needs of the region."

The purpose of this report is to recommend a concept of operation in support of a community college system for the State of Virginia. Further, the study is designed to suggest an organizational structure, at the State level and the local level, that will support and promote the efficient administration of this system of educational institutions, and provide a platform for leadership throughout the State, in every facet of its community college development.

It is intended that the solutions provided will breathe life and vitality into each segment of the organization during the formative years ahead. Progress to date in Virginia has been carefully studied, and the objectives of the community college program have each been analyzed in detail. Outstanding personalities

in the field of junior college and community college development and organization have been contacted for assistance in this effort. The accomplishments of states which have successfully launched community college programs have been reviewed in detail. Among the state systems selected for specific study were those in Florida, Missouri, Pennsylvania, California, New York State, Arizona and Massachusetts.

Current literature has been studied, college catalogs have been compared, and a series of constructive discussions have taken place with each President of a Virginia community college, and with members of the staff of the Department of Community Colleges. In addition, the existing structure of all units of community college systems, two-year branches of state colleges, and area vocational-technical schools was studied.

CHAPTER II

ORGANIZATIONAL OBJECTIVES

Community colleges in general are not easily grouped into an institutional category since they represent diverse types of organization and program. The basic purpose of a community college is to make education beyond high school available at low cost, at readily accessible locations throughout the state, to as many youths and adults as can profit from the instruction. The Virginia community college idea embraces these concepts.

Expressed another way, Virginia seeks to offer higher educational opportunities to individuals of all ages and interests, improving the community through the medium of education by bringing educational planning to bear on community needs.

As institutions grow, their organization changes from time to time depending upon individual personalities, the relative importance of various tasks to be accomplished and the competence of the individual concerned in the fields in which they are assigned. It is therefore essential that the community college organization have a structure which is adaptable to a variety of conditions, yet assures the essential staff and functions for effective operation.

The individual community college must function in close geographical and psychological proximity to its clientele. It is always vulnerable to local

attitudes of parents and citizens. If these institutions are to meet the expectations of students, parents, citizens and other interested groups, they must be afforded the opportunity to function in a manner that will attain a high level of academic accomplishment. This opportunity can best be provided in the form of minimum organizational structure and maximum freedom of operation supported by clearly defined doctrine and policy.

In the final analysis however, the successful growth of each community college will depend upon the vitality, initiative, and foresight of key personnel in each organizational element at every level of responsibility.

Organizational Principles

Having considered broad organizational objectives, it follows that certain principles should be set out as guidelines in the development of organizational structures, both at the college level and the department level. The application of these principles should foster maximum efficiency and economy, involve the least confusion, and make organization relatively easy to control. In other words, with an organization based on the following principles, those who make up each element of the structure should find it easier, more efficient and less expensive to accomplish assigned tasks:

1. Lines of authority in the organization must be clear.

2. The responsibility and authority of each key person should be understood by all concerned.

3. Everyone in the organization . . state level and local community college alike . . must know (a) to whom he reports, (b) who reports to him; and ideally no one should report to more than one director or supervisor.

4. The number of people reporting to one supervisor should be no more than the number whose efforts he can effectively direct and coordinate.

5. Authority to act should be delegated insofar as possible, and consistent with the obvious need for necessary control as determined by broad policy and doctrine.

6. Every function to be accomplished should be assigned to an element of the organization.

7. The organization must be simply designed and clearly understood.

8. The organization must be flexible, and changes should be made gradually except in special or emergency situations.

Woven throughout this analysis, and of prime concern at this stage of organizational development and personnel selection is the need to create what might be termed the "nucleus for administrative climate." The management and the supervisory people are the ones who generate the climate, and it should be such that all personnel enjoy working in it, enjoy their work and take pride in their organization. No organizational theory can long survive if it is in conflict with sound principles of human behavior and human relations.

CHAPTER III

THE STATE ORGANIZATION

The State of Virginia has established a policy which provides that, "the State Board for Community Colleges shall establish, control, administer, and supervise all community colleges established by the State in selected communities throughout the Commonwealth." The implementation of this policy demands a strong, carefully designed organization, and one that is easily and effectively directed.

There are many ways in which people and their tasks can be arranged in an organization in order to get work done effectively. In this instance it appears that the most direct and satisfactory organizational approach is the utilization of what is known as the line-staff system. At the risk of offending organizational experts, but to be certain of clarity, the line-staff system is described as a chain of organization units operating under authority delegated from a central source; and at various points in the organization there are groups of people called staff, whose function is advisory as distinguished from the function of directive responsibility.

Before defining the administrative functions and structure of the Department of Community Colleges, it is necessary to state certain assumptions regarding the relationship between the local institutions and the State Department.

It is assumed:

1. That there will be centralized state-wide fiscal control of the institutions.

2. That there should be coordination of educational programs in individual colleges at the state level, but that such activities on the state level will stress academic leadership and curriculum development, rather than direct control of instructional methods.

3. That provisions should be made for leadership in student personnel services on the state level.

4. That the State Department should have adequate equipment and staff to conduct appropriate research studies for all community colleges.

5. That all relationships with the Department of Health, Education and Welfare and other federal agencies will be through the State Department of Community Colleges.

Recommended Structure

The structure recommended by the panel of consultants for the Department of Community Colleges when it is fully staffed and when it is geared to administer the operation of 20 or more community colleges is shown in Figure 1.

Director

All policy decisions by the State Board for Community Colleges will be transmitted to the Director of the Department of Community Colleges who will, in turn, direct the implementation of these policies through the functions of his staff.

Legal opinions for the Department will be sought by the Director from the legal counsel in the office of the Attorney General. Such opinions, of course, will be only advisory to the Director and through him to the Board.

RECOMMENDED STRUCTURE – DEPARTMENT OF COMMUNITY COLLEGES

SHOWING ALL ADMINISTRATIVE AND SUPERVISORY POSITIONS FOR FULL STAFFING

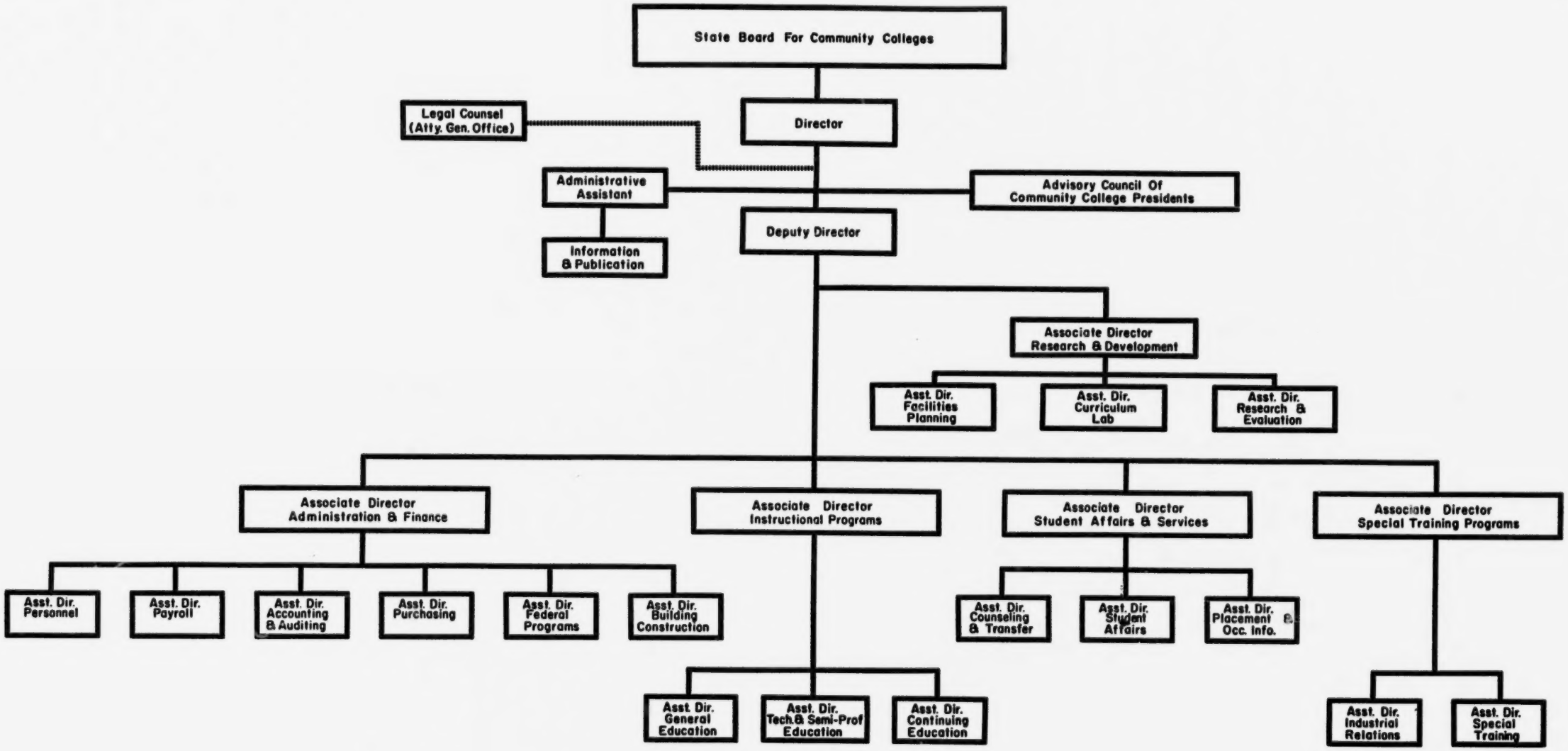

State Board For Community Colleges
Legal Counsel (Atty. Gen. Office)
Director
Administrative Assistant
Advisory Council Of Community College Presidents
Information & Publication
Deputy Director
Associate Director Research & Development
Asst. Dir. Facilities Planning
Asst. Dir. Curriculum Lab
Asst. Dir. Research & Evaluation
Associate Director Administration & Finance
Associate Director Instructional Programs
Associate Director Student Affairs & Services
Associate Director Special Training Programs
Asst. Dir. Personnel
Asst. Dir. Payroll
Asst. Dir. Accounting & Auditing
Asst. Dir. Purchasing
Asst. Dir. Federal Programs
Asst. Dir. Building Construction
Asst. Dir. General Education
Asst. Dir. Tech.& Semi-Prof Education
Asst. Dir. Continuing Education
Asst. Dir. Counseling & Transfer
Asst. Dir. Student Affairs
Asst. Dir. Placement & Occ. Info.
Asst. Dir. Industrial Relations
Asst. Dir. Special Training

FIGURE 1

The Director will convene and confer with the Advisory Council of Community College Presidents from time to time. It is through this advisory vehicle that the director will maintain close contact with his college presidents, since much of the day-to-day operations with the colleges will be carried out by other members of his staff.

The many duties which will be demanded of the director in his capacity as a state-wide official will require him to have the services of an Administrative Assistant. The Administrative Assistant and those who are in his office will serve the director in a staff capacity, having no direct authority over other offices in the organization. The Administrative Assistant will perform such functions as aid in speech writing, preparing information for the press, and handling many routines of correspondence and telephone contacts. In addition, the publications office for the Department of Community Colleges will be under the direction of the Administrative Assistant.

Deputy Director

With the size of operation which is contemplated when the Department of Community Colleges is in full operation, a Deputy Director is an important part of the structure for the department. The Deputy Director, who should be a person of outstanding ability and experience, is responsible for the functioning of the department in the absence of the director, and makes many routine decisions in the coordination of the functions of the department. He has as one of his specific responsibilities, the supervision of the office of research and development, a staff function which serves all branches of the department and which therefore is best not subordinated to any of the associate directors.

Associate Directors

It is recommended that there be, for full implementation, four associate directors who will serve in a line capacity as the responsible officers for major functions of the community college program. In addition, the Associate Director for Research and Development, a fifth position, will serve in a staff capacity as described above. The major functions of each of these associate directors is briefly indicated below.

Associate Director, Administration and Finance. The Associate Director for Administration and Finance is an existing position. It is contemplated that under this office there would be assistant directors for the following functions: payroll, accounting and auditing, purchasing, Federal programs, building construction, and personnel.

Associate Director, Instructional Programs. This office is currently called Associate Director for Community Colleges. Since the consultants recommend the division of this function, the emphasis of this office would be centered on instruction. Under this office, it is recommended that there be established the offices of assistant directors for coordination of general education, technical and semi-professional education, and continuing education. These specialists should provide close contact and coordination with the academic, technical, and evening programs of the colleges, and should be manned by persons of excellent training and background in order to permit them to carry the necessary prestige and confidence in their relationships with the colleges.

Associate Director, Student Affairs and Services. It is recommended that a new position be established for coordination of the student services aspect

of the community college program. This will be a very important field, and will require careful planning and coordination at the state level in order to assure maximum effectiveness of the programs in the colleges. Under this office, for full implementation, it is recommended that there be assistant directors for counseling and transfer, for student affairs, and for placement and occupational information.

Among the vital operations to be carried out under the direction of this Associate Director will be those of relationships with high schools and with four-year colleges, the training and orientation of counselors, the establishments of standards and the development of programs in the area of student activities and student regulations, and the vital function of developing maximum exchange of information and maximum effectiveness in placement of graduates.

Associate Director, Special Training Programs. This is an existing position, and one which must function quite apart from the other operations of the department, since it is concerned with industrial development and the training of workers in short-term, non-college programs. It is recommended that the titles and functions of the two principal assistants under this office be the Assistant Director for Industrial Relations and Assistant Director for Special Training. Such training assistants as are required should function under the direction of this latter staff member.

Associate Director, Research and Development. This office, serving in a staff capacity to the department should be headed by a person who has a good background in the broad aspects of educational research and planning. When fully implemented, this office should have three assistant directors.

1. Facilities Planning. This office would develop educational specifications for new buildings and additions, based on studies of need, curricula to be offered, etc., and transmit these educational specifications to the office of the Associate Director for Administration, where they would be turned over to architects and the building construction office.

2. Curriculum Laboratory. In the curriculum laboratory, specialists in the development of educational materials would draw information from the colleges through the Associate Director for Instructional Programs, and from all sources of instructional materials and processes nationwide, and direct work on the development of teaching materials, teaching manuals, textbooks, etc. Since this is a creative function and one requiring special skills, and since it is a staff function, it is logically centered under the Associate Director for Research and Development.

3. Research and Evaluation. It is in this office that the consultants recommend the operation of the computer be centered. The computer will serve many functions for all departments and all divisions within the structure of the Community College system. It should be centered where it can be directed by a person serving in a staff capacity, where information can be channeled to it from all offices, and where services can be performed for those offices. In addition, of course, the computer will be used in conjunction with studies and evaluations both for the efficient functioning of the system and for new development and new programs which may be under consideration. The person in charge of this office should be both research-oriented and knowledgeable in the field of computer use.

This structure as shown in Figure 1, covers only the administrative positions through the level of assistant director. It is, of course, understood that each office will employ clerical and secretarial assistance, and other staff as the volume of their individual work loads may mandate. A continuing review of the clerical requirements and the staffing levels within each office should be carried out under the direction of the Deputy Director, who would make recommendations to the Director of the Department of Community Colleges on needed changes in staffing.

Relationship of Central Staff to Community Colleges

The relationship between the central staff and the community colleges is indicated in Figure 2.

The day-to-day direct contacts between the Department and the colleges would be through the Associate Directors for Administration and Finance, the Associate Director for Instruction and the Associate Director for Student Affairs and Services. Coordination of the work of these offices would, of course, come from the Director and the Deputy Director, who would have daily responsibility for coordinating these functions.

Administration and Finance. The office of the Associate Director for Administration and Finance would have continuing contacts with the individual deans of administration and finance in each college for such functions as purchasing and accounting. This contact would technically be carried on through the college president, but for practical operation and routine functioning, the presidents would delegate their deans of administration to deal directly with the Associate

RELATIONSHIP OF CENTRAL STAFF TO THE COMMUNITY COLLEGES

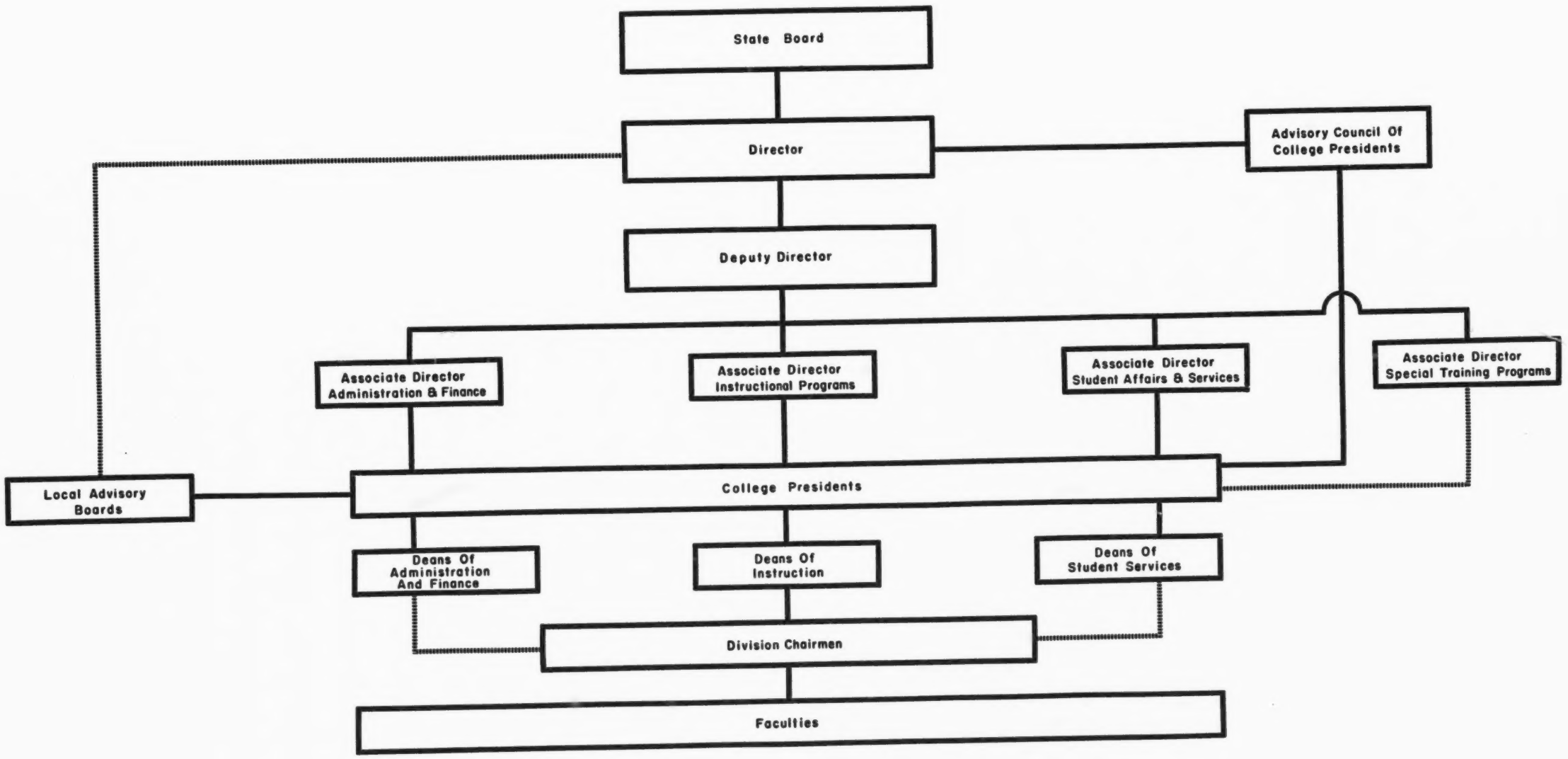


FIGURE 2

Director for Administration and Finance. Only when policy decisions are involved would the college president have to be consulted prior to decisions in this field.

Instructional Programs. The office of the Associate Director for Instructional Programs would normally deal (through the college presidents in the same way just described) with the deans of instruction of the individual colleges. Relationships here would be on the coordination of instructional programs, the implementation of new curricula, conferences on instructional methods, etc.

Student Affairs. The office of the Associate Director for Student Affairs and Services would deal nominally through the college president with the deans of student services in the individual colleges. Here the relationships would be on such topics as the exchange of placement and occupational information, the establishment of standards for functioning of student activities, the improvement of counseling procedures, etc.

Special Training Programs. The Associate Director for Special Training Programs would have an advisory relationship to the college presidents, since his programs are often totally outside the normal operation of the college. Presidents would communicate to this office, however, their own information about possible needs for special programs within their region, and the Associate Director would, in turn, inform college presidents of their activities which are being carried out within the region.

Advisory Council of College Presidents. The direct relationship between the Director of the Department of Community Colleges and the college presidents is through the advisory council which he convenes and which is his sounding board for the problems and ideas of the presidents.

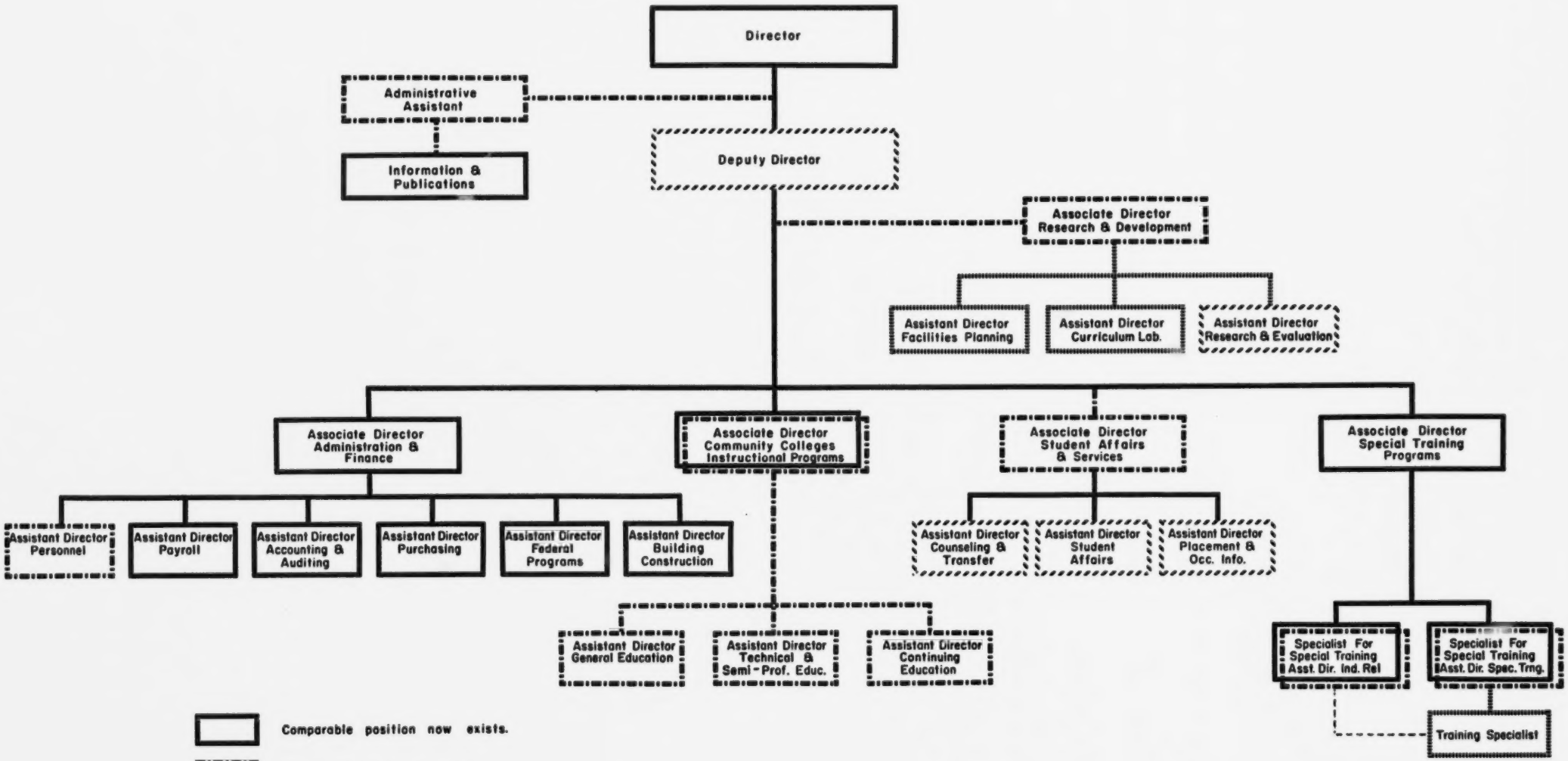
Local Advisory Boards. Local Advisory Boards are the liaison between each college president and the community and the political subdivisions involved. In addition, these advisory boards have an advisory relationship to the Director of the Department of Community Colleges. Thus, an advisory board is in direct touch with the Director on such issues as the recommendation of sites, recommendations as to candidates for president, and proposals for local supplementing of state financial support in building construction. Once a college is in operation, administrative functions of the college should not be entered into by the advisory board. The administration of the college is in the hands of the college president who reports through the Deputy Director to the Director.

Recommended Schedule of Implementation

The recommended schedule of implementation for the central staff of the community colleges is shown in Figure 3.

The complete staffing of the Department of Community Colleges cannot take place in one step. Since the recommended staffing is for the full operation of the community college system, it should not come fully into effect until the complete system is really in operation. Therefore, the consultants have recommended a three-stage implementation, as follows:

RECOMMENDED SCHEDULE OF IMPLEMENTATION
FOR CENTRAL STAFF — DEPARTMENT OF COMMUNITY COLLEGES


Director
Administrative Assistant
Information & Publications
Deputy Director
Associate Director Research & Development
Assistant Director Facilities Planning
Assistant Director Curriculum Lab.
Assistant Director Research & Evaluation
Associate Director Administration & Finance
Associate Director Community Colleges Instructional Programs
Associate Director Student Affairs & Services
Associate Director Special Training Programs
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Assistant Director Payroll
Assistant Director Accounting & Auditing
Assistant Director Purchasing
Assistant Director Federal Programs
Assistant Director Building Construction
Assistant Director Counseling & Transfer
Assistant Director Student Affairs
Assistant Director Placement & Occ. Info.
Assistant Director General Education
Assistant Director Technical & Semi-Prof. Educ.
Assistant Director Continuing Education
Specialist For Special Training Asst. Dir. Ind. Rel
Specialist For Special Training Asst. Dir. Spec. Trng.
Training Specialist
Comparable position now exists.
For immediate implementation.
For implementation - July 1967.
For full implementation by July 1968.

FIGURE 3

(1) <u>For immediate implementation</u>. In addition to existing positions, the consultants recommend that the following positions be established for immediate implementation, and that the positions be filled as soon as qualified applicants can be found.

Administrative Assistant to the Director

Associate Director for Research and Development

Associate Director for Student Affairs and Services

Assistant Director for General Education

Assistant Director for Technical and Semi-Professional Education

Assistant Director for Continuing Education

Assistant Director for Personnel

In addition, it is recommended that the title of the Associate Director for Community Colleges be changed to conform to the new organization structure, and become Associate Director for Instructional Programs. Similarly, the specialists under the Associate Director for Special Training Programs should assume the new titles of Assistant Director for Industrial Relations and Assistant Director for Special Training.

With the operation of a substantial number of colleges already under way, and a number of additional colleges to come under the community college system by July 1967, the addition of these positions prior to that date, seems to be very important in the judgement of the consultants.

(2) <u>For implementation in July 1967.</u> With the advent of the additional colleges and the expanded programs in colleges currently operating, it is recommended that the following positions be planned for implementation in July 1967:

Assistant Director for Facilities Planning

Assistant Director for Curriculum Laboratory

Training Specialists under the Assistant Director for Special Training

It is contemplated that the Associate Director for Research and Development would carry responsibility for the facilities planning and curriculum laboratory until July 1967 when he would require additional assistance in the expansion of his duties.

(3) <u>For full implementation by July 1968</u>. The bulk of the community college system will be in operation or in the actual planning and development stages by July 1968. Therefore, by this date, the consultants believe that the full central staff, in terms of administrative positions, should be on the job. It is recommended that, by this date, the following positions be added:

Deputy Director

Assistant Director for Research and Evaluation

Assistant Director for Counseling and Transfer

Assistant Director for Student Affairs

Assistant Director for Placement and Occupational Information

By this date, the Associate Director for Student Affairs and Services will require the full-time assistance of staff members to assist him in carrying out the various functions which he has helped to develop and pioneer during the preceding year.

By this date, also, a number of colleges will have been in operation for a sufficient period of time to require the development of a continuing program of appraisal and reevaluation of needs, which is to be a function of the office of the Assistant Director for Research and Evaluation.

This staff as outlined and fully implemented by July 1968 should be sufficiently complete and sufficiently flexible to carry the full administration of a very efficient community college program, involving 20 to 30 community colleges, for the foreseeable future.

CHAPTER IV

THE COMMUNITY COLLEGE ORGANIZATION

If one point can be considered above all others in the development of the ideal community college organization, it is the clear fact that there is a desirable and necessary minimum in organizational structure for any institution, regardless of size. Recent discussions with the community college presidents, revealed full agreement on this point. Additional recommendations put forth at this meeting also highlight principles that are sometimes overlooked, such as, "keep the organization lean and simple," and "prevent the indiscriminate adding on of positions as new tasks occur or as the institutions grow."

Certain academic principles are also applicable, to insure the proper alignment of responsibilities and assignment of duties. It is desirable, for example, that the instructional faculty be unified by the establishment of procedures that require appointment and coordination of division chairmen through the dean of instruction. Further it is essential that coordination and staff communication between service and academic elements be effective and productive. Only in an atmosphere of good organizational staff work can problems be solved promptly, and tasks administered in timely fashion.

Recommended Community College Organization

The recommended administrative organization for community colleges is shown in Figures 4, 5, and 6.

Minimum Organization. The consultants believe that there is a minimum organization which is essential for the effective functioning of a college, and this minimum organization is shown in Figure 4. The college should have, in addition to the president, three major operating divisions, headed by three deans.

Medium Organization. The administrative organization for a medium-sized institution, one with between 1,000 and 2,000 full-time students, is shown in Figure 5. Under the three basic administrative divisions, there have been some necessary divisions of responsibility, and these are reflected in the added positions shown in Figure 5.

Organization for Large Institutions. The recommended organization for large community colleges with more than 2,000 full-time students on one campus is shown in Figure 6. The same basic administrative structure prevails, but again, there is a further division of responsibility as the volume of work grows greater. Also at this level, there will be coordinators of subject fields within the various divisions of instructions.

The functions and relationships of the various offices under this organizational plan and the considerations for staffing each position, as well as the consultants' concept of expansion within the basic structure to meet the requirements of growth within the college are presented in the following paragraphs.

RECOMMENDED ADMINISTRATIVE ORGANIZATION
COMMUNITY COLLEGE – MINIMUM SIZE TO 1,000 STUDENTS

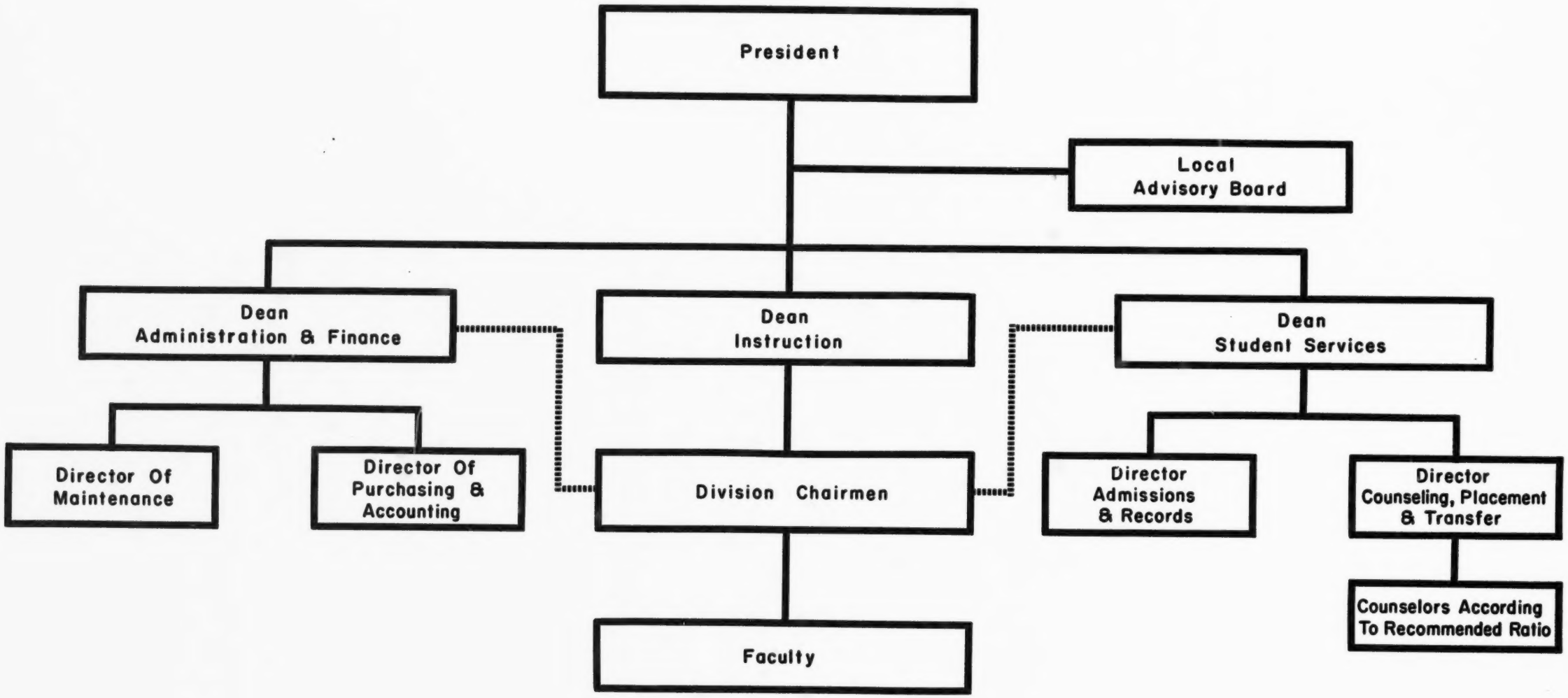


FIGURE 4

RECOMMENDED ADMINISTRATIVE ORGANIZATION
COMMUNITY COLLEGE – 1,000 TO 2,000 STUDENTS

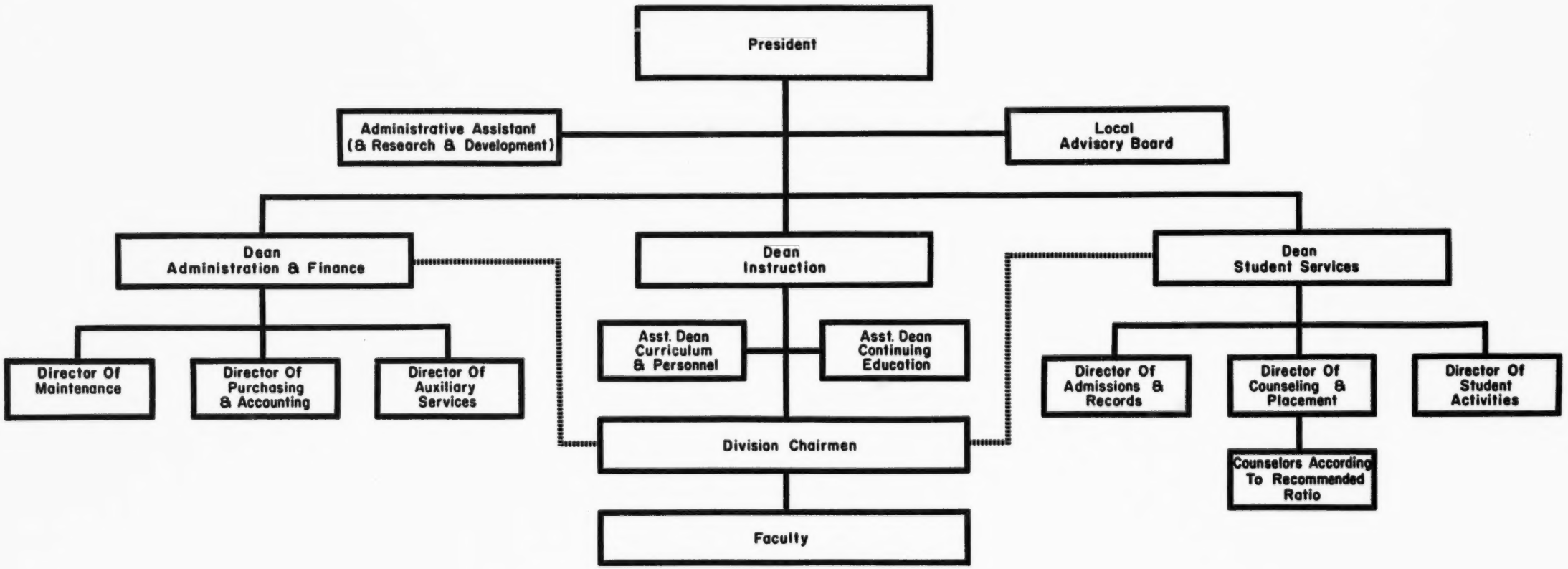
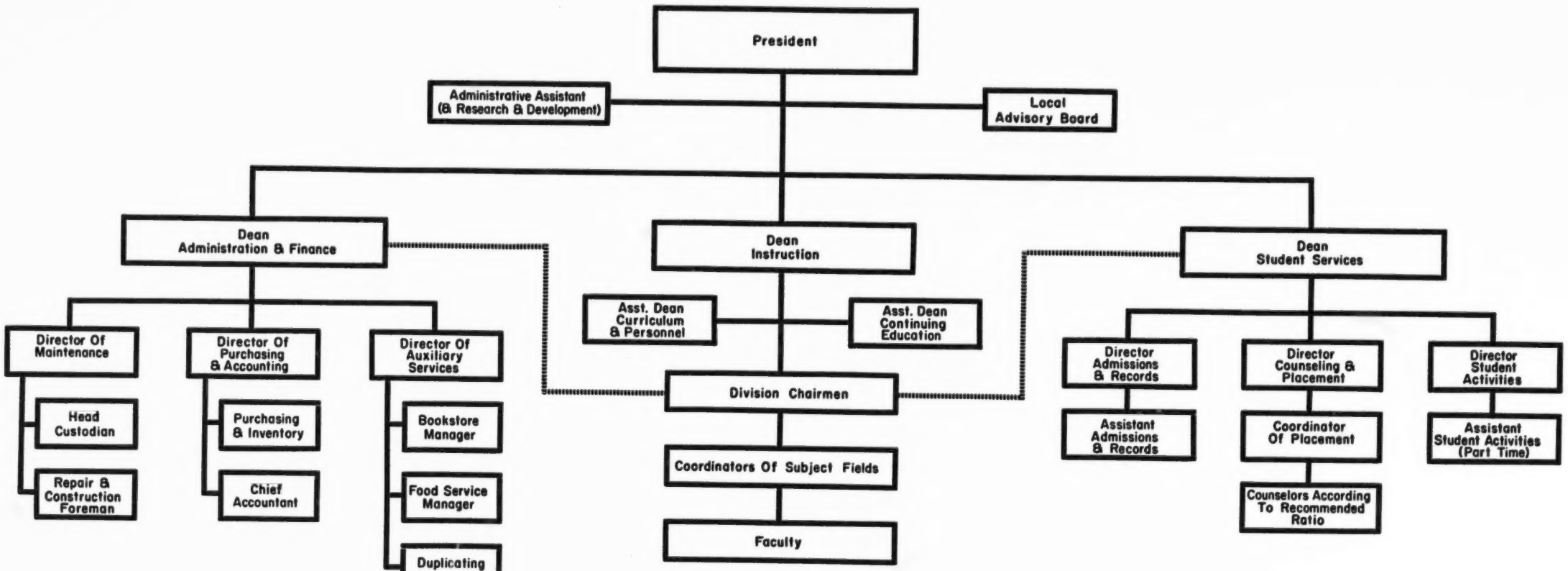


FIGURE 5

RECOMMENDED ADMINISTRATIVE ORGANIZATION
COMMUNITY COLLEGES – 2,000 PLUS, ONE CAMPUS



Positions under Dean Of Administration to be added as required by growth.

Positions under Dean Of Student Services to be added as required by growth.

FIGURE 6

The College President

In filling all administrative positions, including the presidents, the Department of Community Colleges should seek excellence in ability, ideally backed by excellence of training and experience.

Assuming such ability, the president's responsibilities for fiscal management and control, educational program development, guidance services, public relations, appointment and assignment of professional and clerical personnel, and the development of physical facilities and equipment should be as broad as possible within the policy and procedural framework of the total state system.

The president should have the responsibility and authority for employing individuals in terms of his own criteria to fill available vacancies in his manning table. He should have latitude of choice for the employment of his deans, department or division chairmen, faculty, and clerical and maintenance personnel. Professional personnel should not be placed under civil service regulations, but should enjoy the responsibilities and immunities characteristically associated with academic personnel.

The president should have some latitude in the administration of his budget, thereby making it possible for him to shift the resources of the institution as the needs of his particular college would dictate. He should not be required to refer such decisions on a daily or weekly basis to the staff in Richmond. Initial preparation of the budget should have its origins in each institution, and each budget should then be reviewed on the state level. Once the budget is

approved by the State Board, minor alterations by line should be permitted. Major changes, such as shifting the professional staffing pattern within the institution and an existing budget, should require the approval of the State Department.

Local Community College Advisory Board

Within the legal framework established in the State it would appear that the local advisory board would be responsible for communications between the college and the community, would serve as a sounding board for the president, and as an avenue for recommending to the State Director changes in state policies and procedures when appropriate. By-laws governing the activities of advisory committees should be promulgated, and should become a part of the policy manual of the State as well as each local community college.

The Operating Divisions

Each college within the state-wide system of community colleges will have a basic administrative organization with three major operating divisions headed by three deans - administration, instruction, and students.

Dean of Administration and Finance. The dean of administration would be responsible for fiscal management, budget control, accounting, physical plant construction and maintenance, purchasing, internal accounting, and related activities. He should also be responsible for the college food service and bookstore. In addition, he should be responsible for all required state and federal reports, and he should supervise the use of data processing personnel and equipment for administrative and research purposes.

Dean of Instruction. The dean of instruction is the chief academic officer of the institution. He should be responsible for all academic matters, programs, instructional personnel, and related activities. His primary contribution to the institution will be in the areas of research as applied to the development of appropriate educational curriculums; recruitment, selection and evaluation of faculty; articulation with four-year institutions; and articulation of educational programs with community needs.

The office of the dean of instruction should be responsible for all publications having to do with the academic program; articulation of the transfer of students; the continuing education program; a satisfactory college parallel program; and the development and implementation of occupational and technical education. These responsibilities can be handled by the dean and division chairmen in small institutions. However, as enrollment grows, in some of the colleges there should be provision for the addition of qualified staff as assistant deans for continuing education, and for curriculum and personnel. These two assistant deans, with the assistance of division chairmen, constitute an adequate administrative staff for this division.

Dean of Students. The dean of students should be responsible for counseling and guidance services, student activities, high school relationships, admissions, records, student placement, and student transfer to four-year institutions. In small colleges this responsibility could be carried out by the dean of students with the assistance of a director of admissions and a director of counseling, with additional help from division chairmen and one or more faculty members who have been given release time from teaching responsibilities.

In larger institutions, the dean of students should have assistant deans or directors of admissions and records, counseling, student activities, and placement and transfer.

It seems reasonable that the most effective counseling and advising of students will occur in the academic divisions. It is recommended, therefore, that as enrollments increase qualified faculty members proficient in an academic discipline and in counseling be given release time to assume responsibilities for counseling and academic advisement of students. Such faculty members would have a joint responsibility; that is, to the dean of instruction for their teaching responsibilities and to the dean of students for their work in counseling.

It is recommended that the position of registrar not be included in the personnel manning table. This is an archaic position and title better handled under a director of admissions and records. In view of the possibility that the colleges will have access to a computer and centralized state records, there is little point in having an officer with this title.

Academic Divisions

It is recommended that the colleges be organized into academic divisions similar to those now in existence in Northern Virginia Community College. This is a particularly expeditious type of organization in a small institution having one or two individuals in a particular subject matter discipline. In general, colleges could be organized into divisions of social sciences, language arts, mathematics and science, business administration, health technologists (including physical education), social service and welfare, engineering technologies, agriculture, and the library.

As colleges expand in size, a coordinator from the faculty can be chosen in each discipline. Thus you would continue with a divisional organization in which, for example, the language arts department would have coordinators in speech, English, foreign languages, etc.

Division chairmen would be responsible for the selection of textbooks, library materials, the development of course outlines, syllabi, selection of faculty and evaluation of same. They would also be responsible for the development of curricula and the courses under the supervision of the dean of instruction.

The principle underlying this recommendation is that a healthy organization needs to have decision-making processes located at the lowest practical point in the pyramid. Division chairmen should, with their faculties, be responsible for the budget development and for the use of budgeted funds within general policy framework. They should have some responsibility for the academic advisement and guidance of students. In other words, they are primarily responsible within the institutional and state policy context for the education of students.

The Faculties

The faculties of these institutions should be of the highest possible quality. In order to insure collegiate level teaching by a staff which has acceptable academic qualifications, it is recommended that the colleges have academic ranks: instructors, assistant professors, associate professors, and professors; and that salaries be administered within ranges rather than on the basis of automatic annual increments. This would necessitate the development and implementation of an objective system of evaluation of faculty members. The

evaluation system might very well be applied also to all other members of the college staffs in order to insure viable institutions.

Size of College and Administrative Organization

There is, of course, relationship between the enrollment, the size of faculty, and the number of administrators required in a particular institution. It must be pointed out, however, that probably the smallest unit in the state will require a president and deans in the areas of administration, instruction, and student personnel services. Colleges with enrollments up to 1,000 should have these four administrative officers. Between 1,000 and 2,000 students there should be two assistant deans of instruction, additional assistance for the dean of students, adequate personnel to handle accounting and paper work in the dean of administration's office, and an administrative assistant to the president.

As institutions exceed 2,000 students, additional administrative personnel should be added as indicated in Figure 6. Provisions should also be made for relief time and/or additional compensation for faculty members used for additional administrative or guidance responsibilities.

Counselor and Teacher Ratios

There is no absolute ratio of administrative or faculty personnel and enrollments. Such a ratio depends, at least in part, upon the complexity and diversity of the programs being offered. It can be assumed, however, that a ratio of approximately 250 students to one full-time equivalent counselor is a reasonable ratio for this function. In general, the faculty-student ratio of 15 to 20 students to each faculty member should be maintained.

This whole series of recommendations is based upon the concept that there should not be a sharp delineation between administration and teaching faculty. Rather, it is believed that release time and/or additional compensation for qualified academic personnel to carry out some administrative and guidance functions is a more practical approach to the problem than the unbridled proliferation of administrative posts.

Clerical Personnel

It is recommended that adequate provisions be made for supporting clerical personnel within each operating division. It is not only expensive but also detrimental to professional personnel morale if they find it necessary to do their own clerical work. In all probability, the most suitable arrangement is one full-time clerical staff member for every five to six faculty members. Full-time administrators' offices should be staffed with reference to the work load and normal ratios between the volume and type of work and the administrative office.

Multi-campus College Organizations

Two types of multi-campus college organizations are anticipated by the consultants. The first of these is in the very large, heavily populated urban district, in which the potential population of the college would be too great to house in one location. The second type would be in a very sparsely populated rural area in which the geographic region must be so large in order to achieve a workable number of students, and/or because of other geographic considerations that there must be two locations to permit the students to commute.

The urban multi-campus. Recommended organization for the urban multi-campus is shown in Figure 7.

Here it is anticipated that several different locations may be provided, each functioning as a small or medium sized college, but in one relatively small geographic region.

Such an organization would most logically be headed by one president who would function with one advisory board. In his office he would have coordinators of administration and finance, instructional programs and research and development, buildings and grounds, and library services.

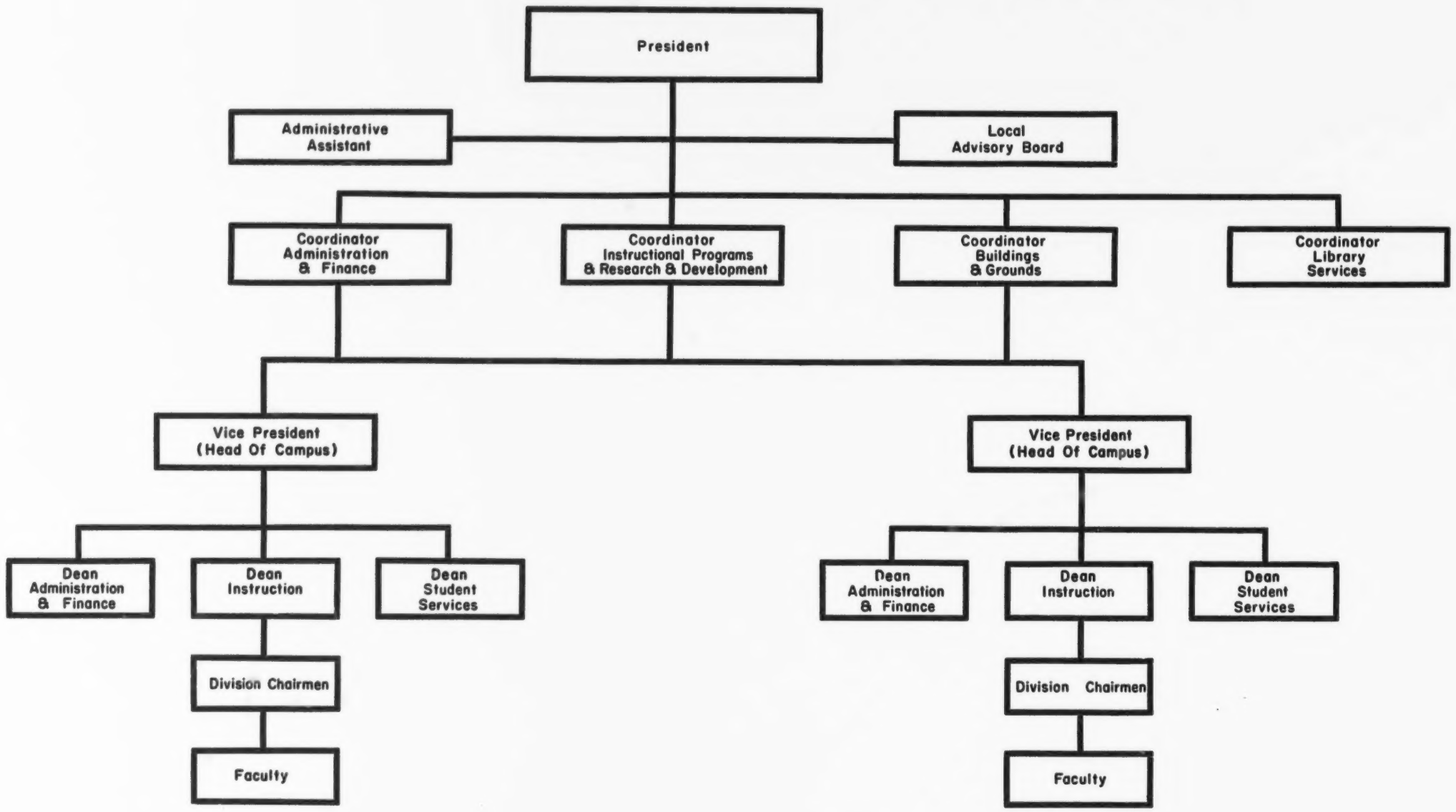
Each campus unit would be headed by a vice-president who would have the minimum organizational structure as shown in Figure 4. If an individual campus grew to more than 1,000 students, the growth in the administrative structure of the individual college would follow the pattern shown in Figure 5.

The President in such a college organization serves a coordinating function and his office is the central planning office for the entire complex.

Small Multi-Campus Organizations. In the small multi-campus which is established only for geographic reasons, the president would function with two deans as shown in Figure 8. Each campus, being too small to be considered as a college unit in itself, is under the supervision of a campus director.

Each director would function with an assistant dean for instruction and an assistant dean for student services. All administrative and finance activity would be centered in the Dean of Administration and Finance who serves with the president. He would have some clerical assistance centered in each campus.

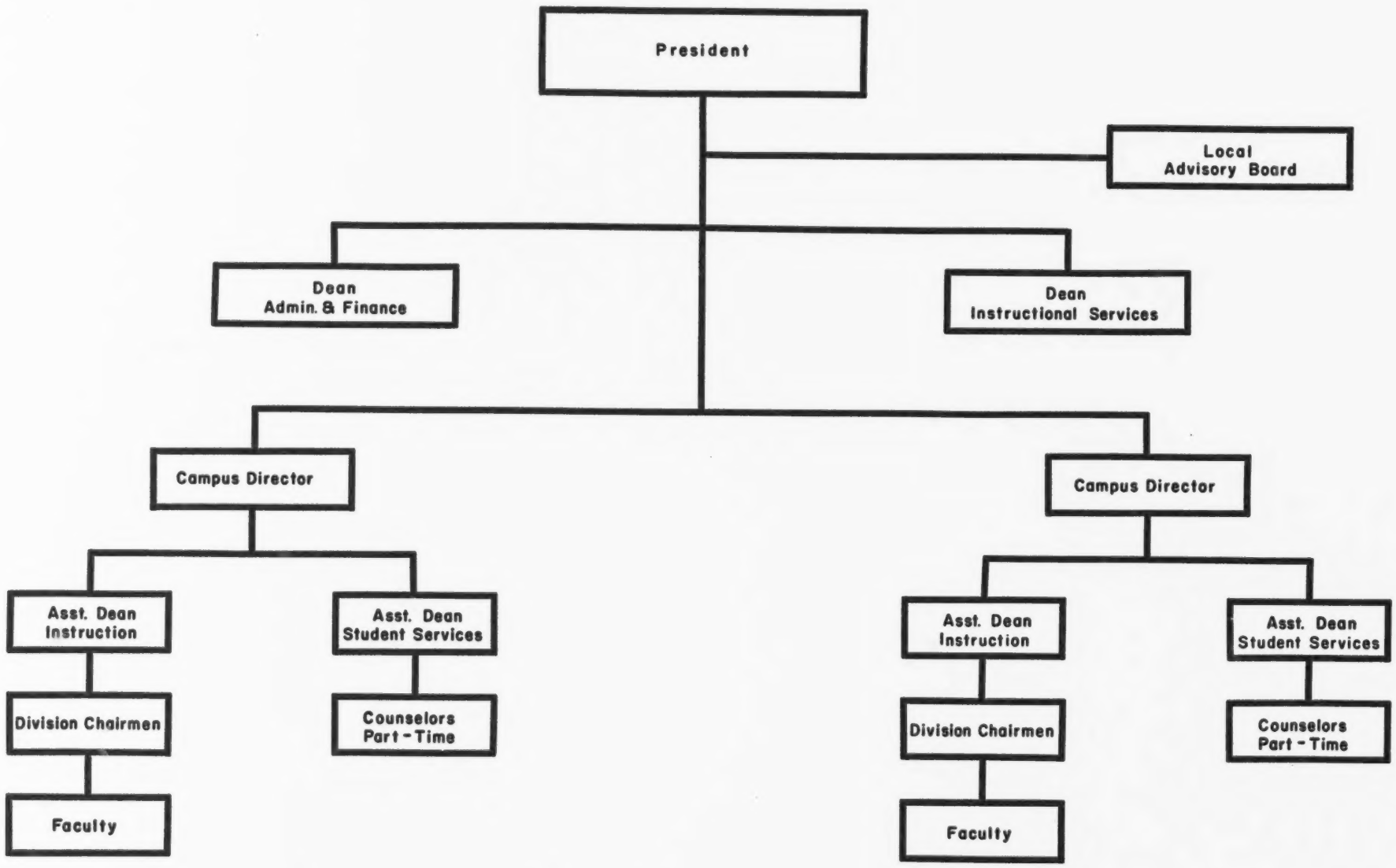
RECOMMENDED ADMINISTRATIVE ORGANIZATION
COMMUNITY COLLEGES — LARGE MULTI-CAMPUS



Each campus (two or more as required) will develop as shown in figures 4,5, and 6 for individual colleges as enrollment grows. Central administration will remain as shown, exercising a coordinating rather than a line function, adding clerical staff as per recommended formula.

FIGURE 7

RECOMMENDED ADMINISTRATIVE ORGANIZATION
COMMUNITY COLLEGES — SMALL — MULTI - CAMPUS



Organization shown is for those instances in which geographical or other considerations require division of instructional locations. This pattern would prevail unless individual campuses exceeded 500 full - time students.

FIGURE 8

Such small multi-campus organizations obviously are not highly desirable, but an administrative plan for such an operation is presented here because the consultants understand that geographic and population considerations may require one or two such organizations.

CHAPTER V

RECOMMENDED SALARY LEVELS

Levels of compensation for state administrative officers in higher education programs throughout the nation and for individual college administrative positions in colleges in states in every part of the United States were studied by the consultants in preparing recommendations on the salary levels which should be established for positions within the Virginia community college system.

Emphasis has been placed on being competitive with the market. With the salary levels which have been recommended, Virginia, in the current market, should be able to compete reasonably well for able and experienced individuals which the State must recruit.

Salaries are indicated in ranges, so that an attractive applicant with limited experience may be placed on a lower level and then work his way upward, and at the same an applicant with outstanding experience could be started at a higher level within the same salary range for a given position.

Department of Community Colleges Central Staff

The recommended salary ranges for the administrative positions within the central staff of the Department of Community Colleges are shown below.

Director	22,000 - 27,000
Deputy Director	17,500 - 22,000
Associate Director	15,000 - 20,000
Assistant Director I	13,000 - 17,000
Assistant Director II	11,000 - 14,000
Administrative Assistant	13,000 - 17,000
Information Officer	10,000 - 12,000

Degree Levels

The Ph. D. or Ed. D. degree should be a requirement for the positions of Director and Deputy Director. It is recommended that experienced persons with a minimum of a master's degree be sought for all associate and assistant director positions.

Where assistant director positions may occasionally be filled by persons of limited educational experience or with less than a master's degree, it is recommended that they be appointed as assistant director II until such time as they may acquire additional specialized education and experience.

The Community Colleges

Recommended salary levels for the administrative staff of community colleges are shown in Figure 9.

For the positions of division directors, directors of admissions, counselors, and director of student activities, it is recommended that the compensation be based on the salary for academic rank held for 11 months plus 10 percent for the additional responsibilities entailed. For the position of

FIGURE 9

RECOMMENDED SALARY RANGES - COMMUNITY COLLEGES

Position	Number of Full-time Students 2000+	1000+	500+
President	20-30	16-22	14-20
Dean of Instruction	16-22	14-20	12-17
Dean, Administration and Finance	15-20	12-17	11-15
Dean of Student Services	15-20	12-17	11-15
Assistant Deans (Assoc. Prof. + 10%) or	13-17	11-15	-
Administrative Assistant	10-15	9-12	-
Division Directors (Minimum Academic Rank: Assoc. Prof.) Director Admissions Director of Activities Counselors	Academic rank for 11 months + 10%		

assistant dean, it is recommended that the minimum rank be associate professor and where associate professor plus 10 percent would be a better salary than the salary set forth, then this should be paid. In the case of division directors, the same rules should apply. The minimum academic rank for division chairmen should be associate professor and his pay would be associate professor plus 10 percent.

Admissions officers, activities directors and counselors may have lower academic ranks during their early years in the faculty, and would be paid at whatever their academic rank is plus 10 percent.

Multi-campus College Organization

The recommended compensation ranges for the administrative staff positions in multi-campus organizations are shown in Figure 10.

It will be noted that salary ranges are provided for colleges in excess of 2,000 enrollment and for colleges in excess of 1,000 enrollment for most positions. Where the position is in a branch, as in the case of the vice president and his administrative staff, the determining size factor is the size of his own branch, thus, if the branch has 1,200 students, the vice president's salary range would be $14,000 to $20,000.

Most positions are omitted at the 500 student level in Figure 10 because the consultants did not believe that a branch of a major college should be established unless at least 1,000 enrollment is anticipated, and the only positions which are established for the rural multi-campus are those for which salary ranges are shown in the 500+ column.

FIGURE 10

RECOMMENDED SALARY RANGES - - MULTI-CAMPUS

Position	Number of Full-time Students 2000+	1000+	500+
President	20-30	16-22	-
Coordinator Instructional Programs and R&D	16-22	14-20	12-17
Coordinator Administration & Finance	15-20	12-17	11-15
Coordinator of Library Services	13-17	11-15	-
Coordinator Buildings and Grounds	13-17	11-15	-
Administrative Assistant	10-15	9-12	-
Vice President	16-22	14-20	13-17
Dean of Instruction	14-18	11-15	(Academic rank for 11 months + 10%)
Dean of Student Services	13-17	10-15	"
Dean Administration & Finance	12-15	10-14	"
Campus Director (Minimum Academic Rank: Assoc. Prof.)			(Academic rank for 11 months + 10%)
Assistant Director for Instruction			"
Assistant Director for Student Services			"

Salary Relationships and Future Adjustments

The recommended salaries shown in this chapter have been carefully developed to establish desirable relationships between positions within the community college organization and to provide a range based upon size of responsibility, size of college, etc. As indicated earlier, a provision has also been made for adjustment within each position's range for differences in the experience and training of the applicant.

As faculty salaries increase in the future, it is recommended that the same relationship of faculty salaries to administrative salaries be retained. The most efficient method of doing this is to compute a ratio of administrative salary ranges as a percentage of faculty base salaries at some level. For example, if the level is to be the starting salary for associate professor, then the ratio can be determined between the salary as it now exists and each administrative salary level. When the base salary for associate professor is increased, the new base salary (established to maintain a competitive level) should be multiplied by each ratio multiplier to determine appropriate salary adjustment to be made for administrative positions.

Recommended Faculty Salary Standard

There is much to be said for the State of Virginia's plan, currently being carried out by the community college system as well as other state supported institutions, of basing faculty salaries upon the average for higher education, nationwide. This helps to assure that the relative position of state salaries in institutions of higher learning will be maintained.

The consultants recommend, however, that in order to obtain a more powerful bargaining position in bringing in outstanding faculty, that the State Board of Community Colleges use its influence to urge the modification of this standard. The consultants recommend that this standard be changed from the average for salaries nationally to the 60th percentile for faculty salaries based upon the salaries paid nationally.

Promotions to Higher Rank

Promotions of faculty members to administrative positions or to higher academic rank should be recommended by each college president, upon the advice of the appropriate chairmen and deans, to the State Department for Community Colleges. Final approval at the state level should normally be granted if recommended actions are within budgetary and other policy requirements.

It is further recommended however, that some limitations be placed upon the percentages of individual college faculties which can be promoted to higher academic rank. This will help to assure that one or two over-enthusiastic presidents do not upset the morale of other institutions by promoting their faculties heavily to higher rank, and it will help to maintain better balance in the development of stable and effective faculties.

The recommended standards are as follows: In any single college, the number of full professors should not exceed 20 percent of the total faculty. Also in any single college, the number of associate professors should not exceed 20 percent of the total faculty. This limitation still provides a great leeway for the individual administrator not only at these levels but at the instructor and assistant professor levels.

CHAPTER VI

SUMMARY OF RECOMMENDATIONS

Virginia has an opportunity to develop an outstanding and unique program for community colleges. It is entering the field late, but certainly it can profit from the mistakes made by other states in the past.

In order to build an excellent system of comprehensive community colleges as authorized by legislation passed by the General Assembly, an overall plan for the administrative development of the central staff of the Department of Community Colleges should be adopted and should be implemented in three stages, with full implementation by July, 1968.

There should be a basic administrative organization for all community colleges which has as its foundation a president and three operating divisions headed by deans. As the institutions grow larger, additional positions under these operating divisions can be added, but the basic structure of four administrators will continue to serve the community college organization as it grows.

There should be provisions made for the orderly development of multi-campus organizations where these may be required. By establishing policy for such organizations now, questions and confusion at future times will be avoided.

Levels of compensation for members of the administrative teams, both at state level and at the college level should be good under current standards, in order to permit the recruitment of outstanding individuals, and should be established on a ratio basis for future adjustment to assure the maintenance of equally good relationships between administrative salaries and faculty salaries in the future.

Faculty salaries likewise should be adjusted upward to maintain or improve the quality of the applicants in a market which is growing steadily more competitive.